

# **WATERFORD AREA MANAGEMENT PLAN**

## **CHAPTER III.**

---

### **LAND USE PLAN**

## CHAPTER THREE

### LAND USE PLAN: GOALS, POLICIES AND IMPLEMENTATION OPTIONS

#### PRIMARY GOAL

The central, dominant goal of this plan is to ensure that future land use and development in the area is compatible with the historic architecture and development pattern of the village and the visual character of the surrounding agricultural landscape. The County recognizes the importance of the area retaining those qualities essential to Waterford's designation as a National Historic Landmark. An important element of this goal, however, is that private property values be preserved to the greatest extent possible while being consistent with the other goals and policies of this plan.

#### I. LAND USE, DEVELOPMENT AND UTILITIES

##### A. GOAL

In order to achieve the primary goal, this plan establishes as a goal the use of incentives, based primarily on allowing community or central facilities, such as sewer and water, to achieve open space and proper siting and density of growth compatible with achieving the primary goal, coupled with the use of the County's police powers where appropriate and necessary to achieve the primary goal.

##### B. POLICIES

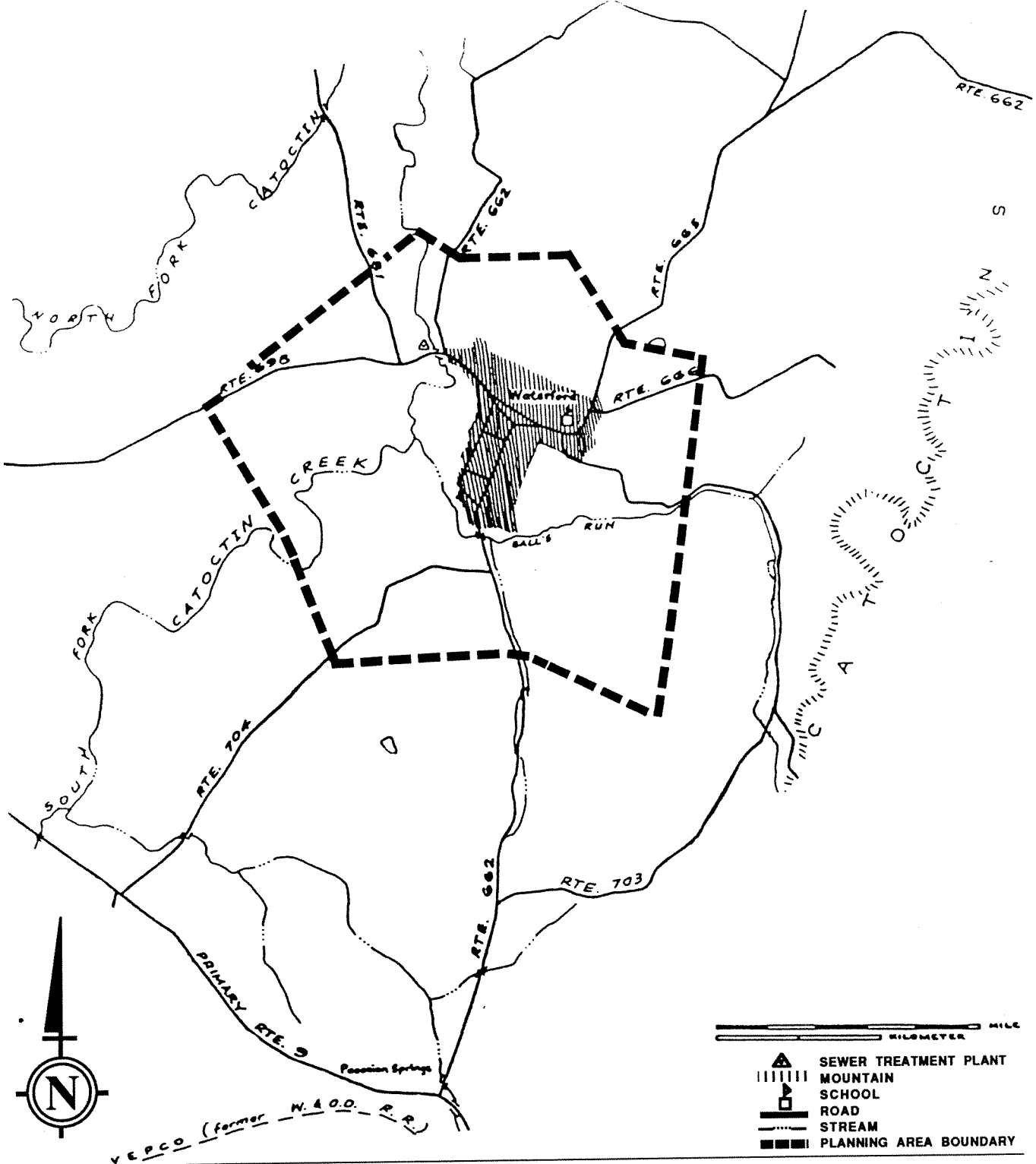
###### 1. Growth Management

For purposes of guiding future land use decisions, this plan endorses in general the Rural Land Management Plan's concept of the Rural Village Policy Area and Agricultural Conservation Area to the extent that they further the goal of protecting the historic character of the Waterford Planning Area with the understanding that some specific policies of these policy areas may not apply. The line between the two policy areas is indicated on Figures 32 and 33, pages 84 and 85. This line also serves as the recommended Village Limit Line (VLL) which defines the hard edge of the village.

###### 2. Compatible Development

- a. Additional development within the proposed VLL for the Village of Waterford (Figure 33, page 85) must be compatible with the existing village scale and architectural character, respect the historic qualities recognized in Waterford's designation as a National Historic Landmark, and not conflict with the other policy recommendations in this plan.

# WATERFORD AREA MANAGEMENT PLAN



## RURAL PLAN POLICY AREAS FOR WATERFORD



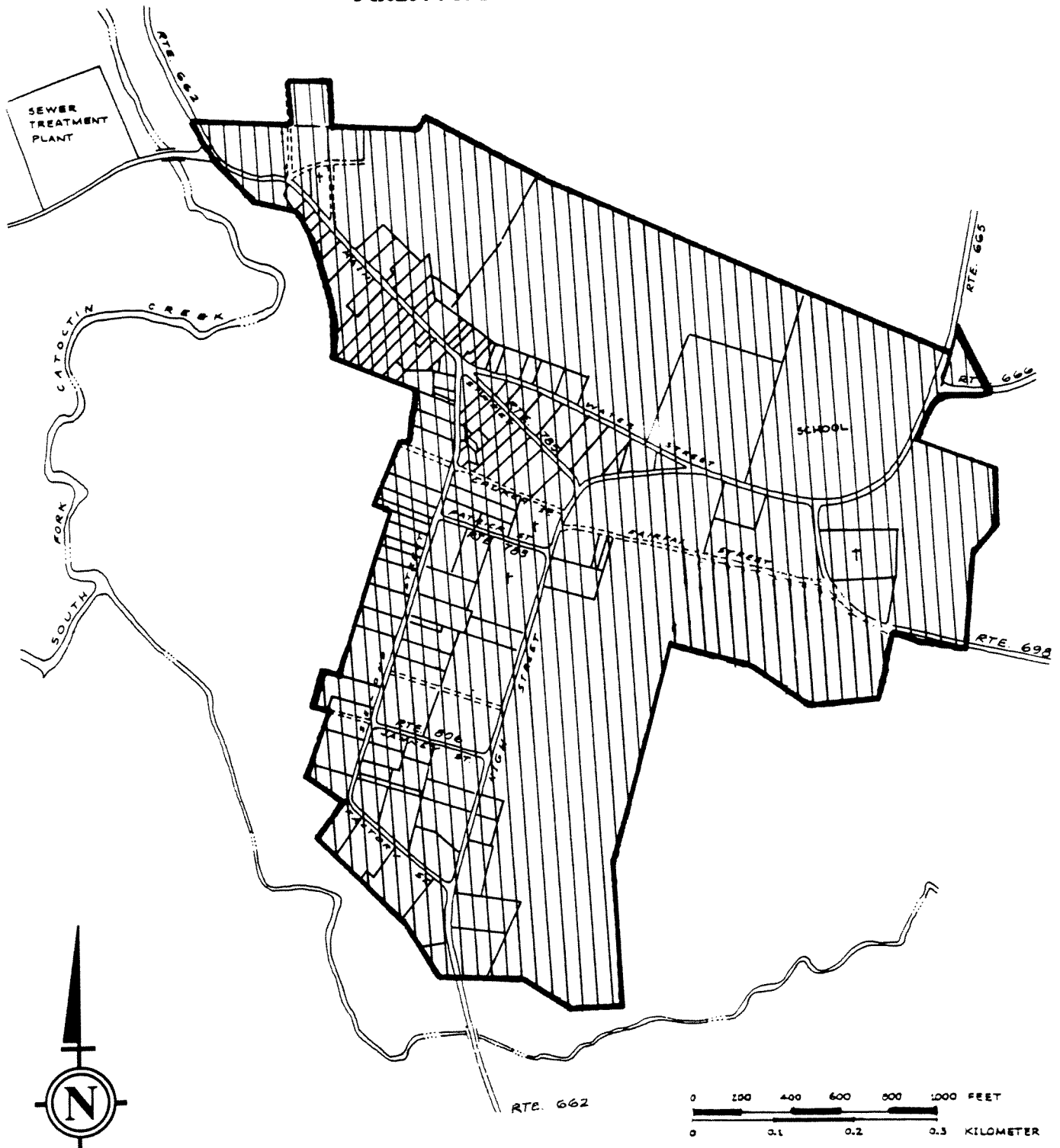
RURAL VILLAGE POLICY AREA



AGRICULTURAL CONSERVATION POLICY AREA

FIGURE 32.

# WATERFORD AREA MANAGEMENT PLAN



## RURAL VILLAGE POLICY AREA AND VILLAGE LIMIT LINE




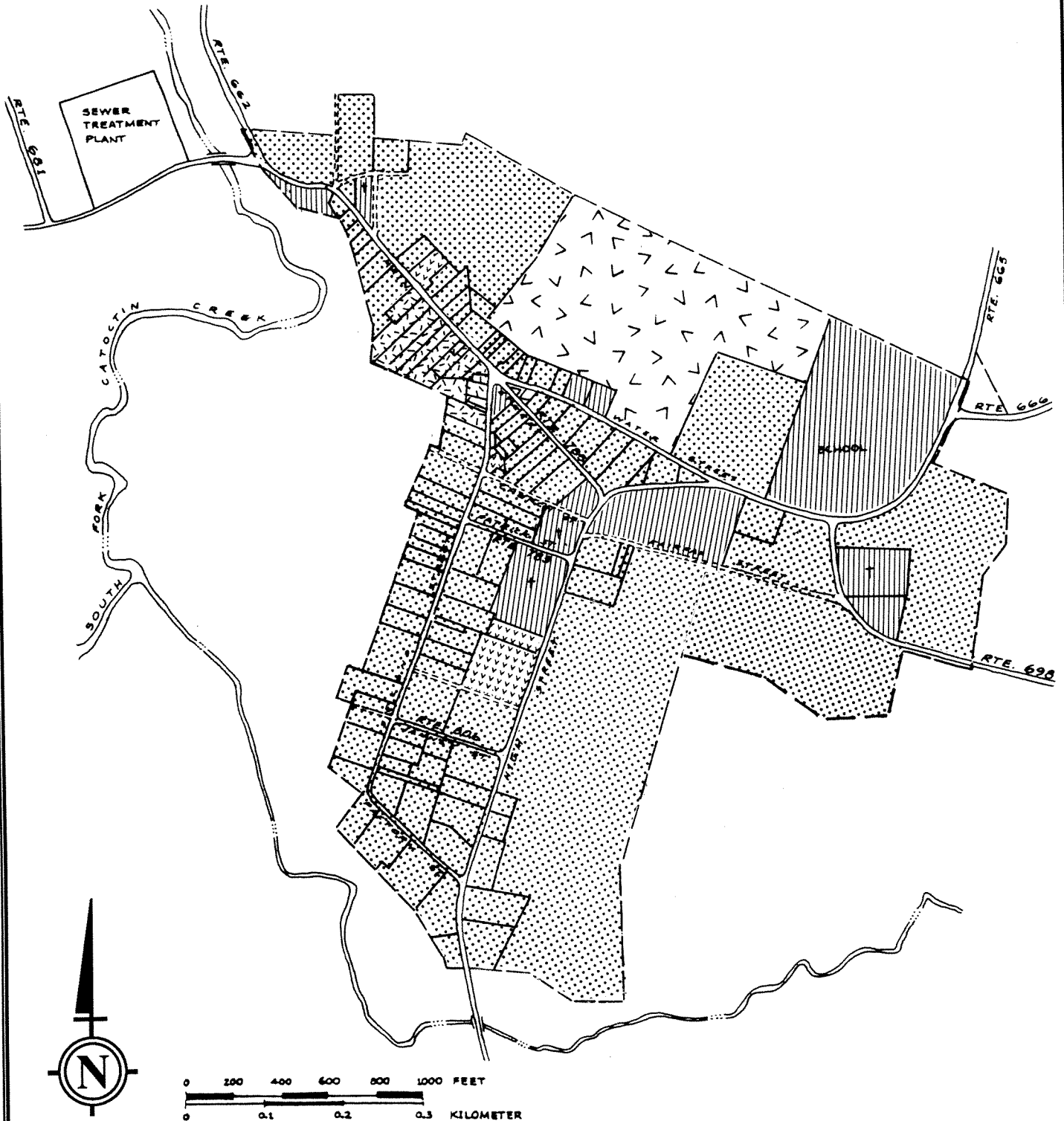





-  RURAL VILLAGE POLICY AREA
-  AGRICULTURAL CONSERVATION AREA
-  VILLAGE LIMIT LINE

FIGURE 33.

# WATERFORD AREA MANAGEMENT PLAN



## VILLAGE OF WATERFORD-RECOMMENDED FUTURE LANDUSE

-  **RESIDENTIAL** (MAXIMUM DEVELOPMENT DENSITY OF 2 UNITS PER ACRE.)
-  **MIXED USE** (RESIDENTIAL, COMMERCIAL, INDUSTRIAL, INSTITUTIONAL, OFFICE AND OPEN SPACE THAT IS COMPATIBLE WITH THE EXISTING VILLAGE SCALE AND CHARACTER.)
-  **NONRESIDENTIAL** (NONCONFORMING USES ARE ENCOURAGED TO CONTINUE.)
-  **INSTITUTIONAL**
-  **OPEN SPACE**

**FIGURE 34.**

- b. All future building construction within the designated VLL that results in a wastewater flow shall be required to connect to the public sewage treatment system. All expansion of existing structures within the VLL that are served by individual sewage systems and are located 300 feet or less from the public sewer line shall be required to connect to the public sewage treatment system. Expansion of existing structures served by individual systems and located more than 300 feet from the public sewer line shall be addressed according to local Health Department policies on a case by case basis.
- c. The County will encourage that new dwellings in Waterford be designed, sized and sited in such a manner as to ensure compatibility with the existing village scale and character.

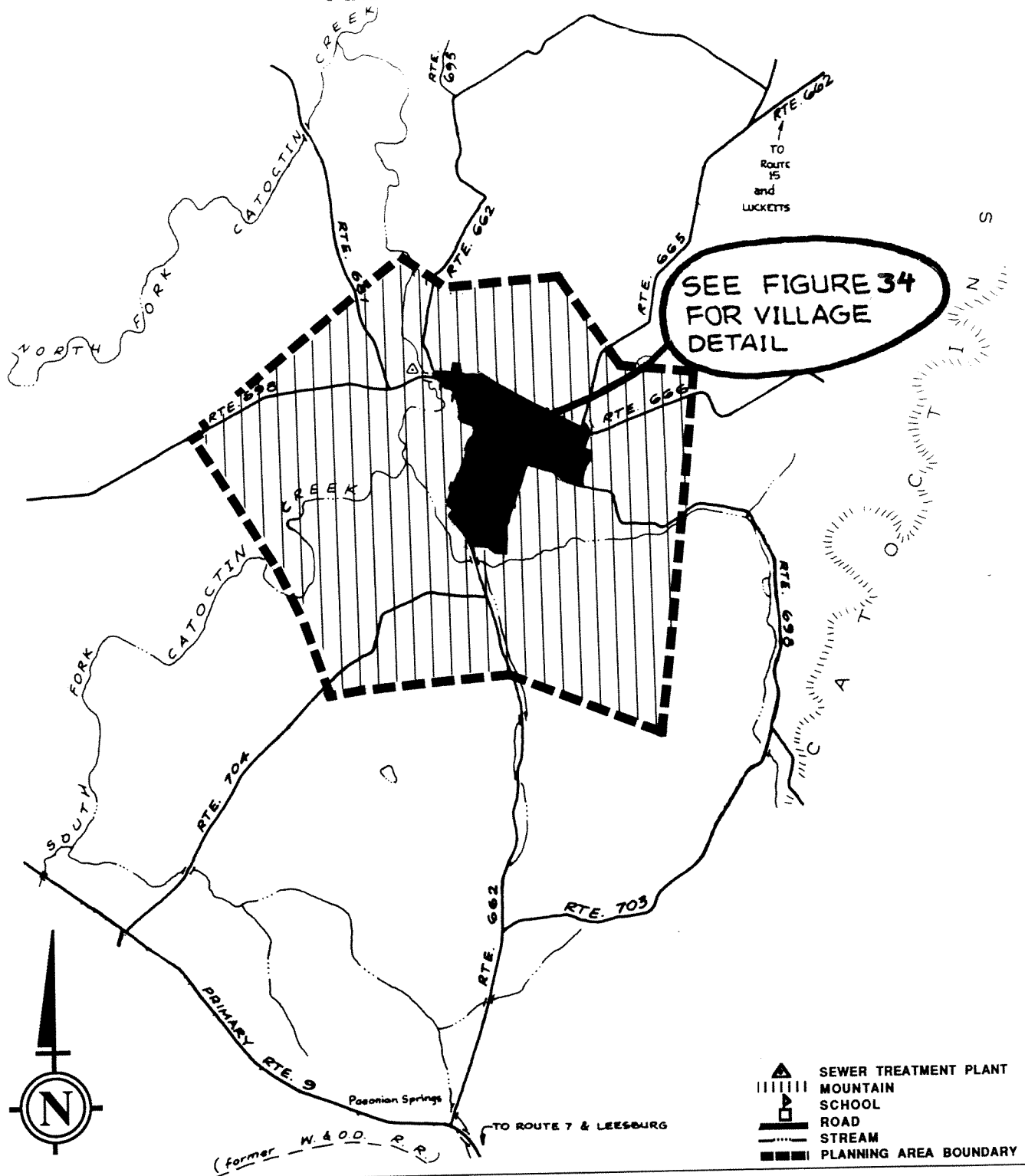
3. Land Uses Within the Village (See Figure 34, page 86)

- a. The County will allow appropriate types of small scale commercial or office development to locate within the existing 3.75 acres currently zoned C-1 for the purpose of maintaining and concentrating future commercial and non-residential uses in the center of the village, thereby discouraging scattered commercial development. Allowed uses shall, in all cases, be compatible with the existing village scale and character and shall not cause traffic safety hazards, excessive noise or disruptions to the residential areas of the village. Convenience type uses that serve the local community are particularly encouraged. (Appendix II lists examples of appropriate uses.)
- b. No further rezonings to commercial or other non-residential uses will be permitted on properties south of the lot occupied by the existing grocery (Tax Map 28A-1-A 25) or the other presently commercially zoned property.



4. Rural Development (See Figure 35, page 88)

- a. The County will discourage overall/gross densities greater than one unit per three acres for any tract of land outside the designated VLL.
- b. The County will not approve rezonings to higher residential densities or to commercial or industrial classifications.
- c. If agricultural land is to be converted to another land use, the County will encourage low-intensity uses of a residential or institutional nature which maintain the visual character and open spaces of a farm.

# WATERFORD AREA MANAGEMENT PLAN



## RECOMMENDED FUTURE LAND USES-RURAL AREA

-  **AGRICULTURAL** (RURAL RESIDENTIAL CLUSTER AND NONRESIDENTIAL USES ALLOWED THAT ARE COMPATIBLE WITH EXISTING AGRICULTURAL SCALE AND CHARACTER.)
-  **RESIDENTIAL** (MAXIMUM DEVELOPMENT DENSITY OF 2 UNITS PER ACRE.)  
&  
**MIXED USE** (RESIDENTIAL, COMMERCIAL, INDUSTRIAL, INSTITUTIONAL, OFFICE AND OPEN SPACE THAT IS COMPATIBLE WITH THE EXISTING VILLAGE SCALE AND CHARACTER.)

**FIGURE 35.**

- d. Rural land within the Waterford planning area will be high priority for the donation, sale, transfer or proffer of open space conservation easements. The County will encourage private, State or Federal funding for acquisition of open space easements in this area.
- e. If development is proposed, the County will encourage properly sited cluster residential developments for the purpose of preserving the farmland owners' agricultural operations and ensuring a permanent low density development pattern that is more compatible with the area's existing agricultural and scenic character.
- f. Agricultural uses are the preferred land use in the Agricultural Conservation Area surrounding the village within the National Historic Landmark boundary. Agricultural uses will be encouraged and new residential uses which do not help achieve the goals of this plan will be discouraged. Right-to-farm policies, as provided for under the Code of Virginia, shall be in force.

## 5. Utilities

### a. Sewer Service Area:

The Loudoun County Sanitation Authority (LCSA) will provide central sewer service by means of the Waterford sewage treatment plant to all existing and future development within the proposed Village Limit Line in accordance with its charter and established policies.

Service to development outside of this line will be allowed only if:

- i. Overall permissible density of a tract of land is voluntarily reduced to a level which contributes towards achieving the primary goal of the plan; and
- ii. Development is clustered in areas which have high visual absorption capacity; and
- iii. Open space easements are placed on the balance of the property; and
- iv. Appropriate safeguards such as restrictive easements are present to ensure that such extensions will only serve appropriately located development; and
- v. Sufficient capacity is reserved so that all buildable lots of record within the Village Limit Line will be guaranteed access to and capacity in the sewer system; and



- vi. Criteria for allowing such extensions are adopted by the County.

- b. Connections

Future development within the proposed VLL shall be required to connect to the sewage treatment plant. The County encourages all owners of buildings within the proposed VLL that are not currently served by the treatment plant to connect for the purposes of improving public health and enhancement of the overall quality of the community. All expansion of existing structures with the VLL that are served by individual sewage systems and are located 300 feet or less from the public sewer line shall be required to connect to the public sewage treatment system.

- c. Plant Expansion

The County will prohibit expansion of the current capacity of the sewage treatment plant. The LCSA and the County shall notify the State Water Control Board (SWCB) that no further connections to the plant will be allowed once the current capacity is reached and that the plant will not be expanded beyond its present capacity if the monthly average flow influent reaches 55,100 GPD or 95% of the total approved capacity of 58,000 GPD for three consecutive months within the time frame of this plan. (This action will be taken with the intent of satisfying the SWCB's Policy for Sewage Treatment Plant Loadings effective February 1, 1981 pursuant to Section 62.1 - 44.15(5) of the Code of Virginia.)

- d. The County will prohibit individual package treatment plants, "Cyclet" type systems or pump and haul operations in this area except in cases where there is a severe health hazard due to the failure of an existing system and approval of a new system is recommended by the Health Department. Such severe hazards shall be dealt with on a case by case basis.

- e. Communal water and wastewater systems will be allowed if:

- i. Sewer line extensions cannot be appropriately safeguarded to ensure that such extensions will only serve appropriately located development; and
- ii. Overall permissible density of a tract of land is voluntarily reduced to a level which contributes towards achieving the primary goal of the plan; and

- iii. Development is clustered in areas which have high visual absorption capacity as identified in this plan and by further study; and
  - iv. Open space easements are placed on the balance of the property; and
  - v. Such systems meet State Water Control Board and Health Department standards; and
  - vi. Such systems are conveyed to the Sanitation Authority in order to ensure proper maintenance and operation; and
  - vii. Costs of constructing, operating and maintaining the facility shall be borne by the developer and users; and
  - viii. Criteria for allowing such systems are adopted by the County.
- f. No new development proposed to be served by individual wells will be approved until an environmental review has been performed on the effects of this development on the existing wells.

## C. IMPLEMENTATION RECOMMENDATIONS

This section lists various regulatory and financial techniques which are available to the County to implement the land use goals and policies set forth in this plan.

Prior to implementing any of these techniques, the County should carry out a study of the planning area to determine the existing development potential with the Landmark District, and to identify specifically those areas within the District which have high visual absorption capacity and which can accommodate development without negatively impacting the integrity of the National Landmark. Such study should be completed within six months after the adoption of this plan. In doing the study, the County will accept technical input from landowners in the area and other interested parties. Once this study is completed, the Board will then need to decide which of the implementation techniques it wishes to use to achieve the goals of the Plan.

### 1. Historic District Overlay Zone

Expand the existing County designated Waterford Historic Cultural and Conservation District overlay zone so as to include all land within the National Historic Landmark District in order to better ensure that future development in the planning area will be visually compatible with the existing historic architectural fabric. Additionally,

initiate revisions to the Zoning Ordinance which will clarify and better define the procedures for architectural review in order to make that process more timely and efficient.

2. Incentives

- a. Adopt criteria for extension of sewer lines beyond the Village Limit Line which will ensure that any such extension will help to achieve the stated policies and goals of this plan.
- b. Adopt criteria for allowing the use of communal water and wastewater systems which will ensure that any such system will help to achieve the stated policies and goals of this plan.

3. Compensation

The County could also consider a variety of compensatory mechanisms to help achieve the land use goals in the area. The use of eminent domain to acquire open space easements or fee simple ownership of certain lands within the District where appropriate or necessary would help ensure that the visual integrity of the National Landmark is preserved. Such land acquisitions could also be made on a voluntary or limited priority basis. Funds could be provided from a variety of potential governmental and/or private sources.

4. Special Permit Overlay Zone

An overlay zone could be established which would require Special Exception permits for new buildings based upon specific design and location criteria. Such an overlay zone could guarantee visual compatibility while adding flexibility for landowners.

5. Rural Commercial Zoning District

Develop a new Rural Commercial Zoning District (RC-1) for agricultural areas and villages such as Waterford to replace the existing C-1 district. This new zone would have more specific and restrictive use criteria to ensure compatibility with adjacent existing uses.

6. New Zoning Regulations for Historic District

Initiate the development of new zones and/or zoning regulations based upon the study recommendations contained above for a rural historic district which will establish standards for siting, clustering and density which will meet the goals of this plan including preserving the hard edge, critical views and rural setting of the Waterford National Historic Landmark District.

7. Flexibility in Development Regulations for Historic Districts

Initiate amendments to the Subdivision and Zoning Ordinances that would incorporate more flexible design standards for development in county Historic Districts so as to encourage compatible site planning and road design. Such standards could include narrower streets, narrow lots, smaller building setbacks or yard requirements and other features that will allow new development to be more visually compatible with the existing historic character of the Landmark.

8. Water Supply Study

Undertake a feasibility study of a central water supply system to serve properties within the Village Limit Line due to the long-standing inadequacy of water supplies from individual wells in the village. Extension of any such system beyond the village may also be utilized as an incentive for appropriate compatible development and feasibility of such extension should be included in the study.

II. HISTORIC AND SCENIC

A. GOAL:

Maintain the existing agricultural landscape pattern and visual quality of the Waterford National Historic Landmark and conserve and enhance the existing historic and architectural character of the village of Waterford.

B. POLICIES:

1. Encourage that all proposed rural developments use the following principles in order to protect the scenic and historic qualities of the planning area:

- a. Use existing areas with relatively high Visual Absorption Capability, such as landforms and woodlands as screens and buffers;
- b. Locate buildings and structures away from areas with relatively low Visual Absorption Capability such as ridgetops and steep side slopes, as generally identified in the study.
- c. Plant trees to screen, visually enhance and soften the appearance of new buildings.

2. The County will encourage and assist owners of open land immediately surrounding Waterford to consider all public and private options and incentives available for preserving their agricultural land.

C. IMPLEMENTATION RECOMMENDATION

Amend the Historic District Zoning Ordinance to streamline the process, including a timeline for requisite review process.

III. AGRICULTURE AND NATURAL ENVIRONMENT

A. GOALS:

Maintain the local agricultural industry as part of the Waterford area's traditional land use pattern, economy, visual character and social structure.

Protect the health, safety and welfare of the planning area's citizens from potential environmental hazards and maintain the positive functional, aesthetic, and psychological benefits provided by the area's environmental features and natural resources.

B. POLICIES

The Waterford Area Management Plan endorses the Environmental Overlay Policy Area concept and the Agricultural Conservation Policy Area concept of the Rural Land Management Plan and shall use the specific policy and program recommendations and other implementation measures contained in the Plan (pp. 187-220, adopted November 5, 1984) and in this plan to manage the natural and agricultural resources of the Waterford area.

C. IMPLEMENTATION

The Rural Land Management Plan contains various implementation recommendations for preserving agricultural and environmental resources including use-value assessment, open space conservation easements, clustered development and others appropriate to the Waterford Planning Area.

IV. TRANSPORTATION

A. GOAL

The County's central transportation goal for the Waterford area is to foster the development of a transportation system which will help to achieve the primary goal of protecting the Landmark by facilitating the movement of vehicles and people in the Waterford Planning Area in such a way as to minimize community disruption, safety hazards and negative visual and environmental impact.

## B. POLICIES

### 1. External Improvements

The County will encourage certain critical improvements to roadways that surround the Waterford Planning Area so as to facilitate the movement of traffic around, rather than through the Village.

### 2. Internal Improvements

Any improvements to existing roads or development of new roads within the planning area shall be compatible with the historic fabric of the Village and its rural setting. Road improvements should be designed to discourage the use of the Village's internal street system as a major regional through route.

### 3. Sidewalks and Paths

The County will encourage the establishment of a compatible walkway system within the Village and planning area.

### 4. Parking

The County will encourage the establishment of four new off-street parking areas as designated in Table 4, page 56.

### 5. Public Transportation

The County will encourage ride sharing by residents within the area and will consider the feasibility of establishing a shuttle bus system for the area.

### 6. Existing Roads

The County will discourage implementation of any but the most essential changes to existing roads which traverse the scenic and historic National Historic Landmark Area and the Waterford Corridor with retention of the existing two-lane format.

### 7. Agricultural Traffic

A high priority shall be given to providing adequate width and weight capacity on the County's secondary roads and bridges for the movement of agricultural equipment and products.

### 8. School Buses

A high priority shall be given to the correction of road hazards with special attention given to school bus routes.

9. Frontage Improvements

Subdivisions over three lots should contribute to the improvement of adjacent secondary roads. This contribution involves the dedication of appropriate land for the secondary road's right-of-way, where required.

In addition, the developer would be responsible for constructing frontage improvements, if deemed appropriate to the historic district, along the adjacent secondary road in conjunction with construction of the subdivision, or placing adequate funds for such improvements into an escrow account, to be used at the time the road would be improved.

C. **IMPLEMENTATION RECOMMENDATIONS**

1. External Rural Roads

a. Byway:

Work in conjunction with VDOT toward the long-term transportation solution of an Historic Preservation Byway (Figure 36, page 97) that can provide an alternative north-south route west of the Village.

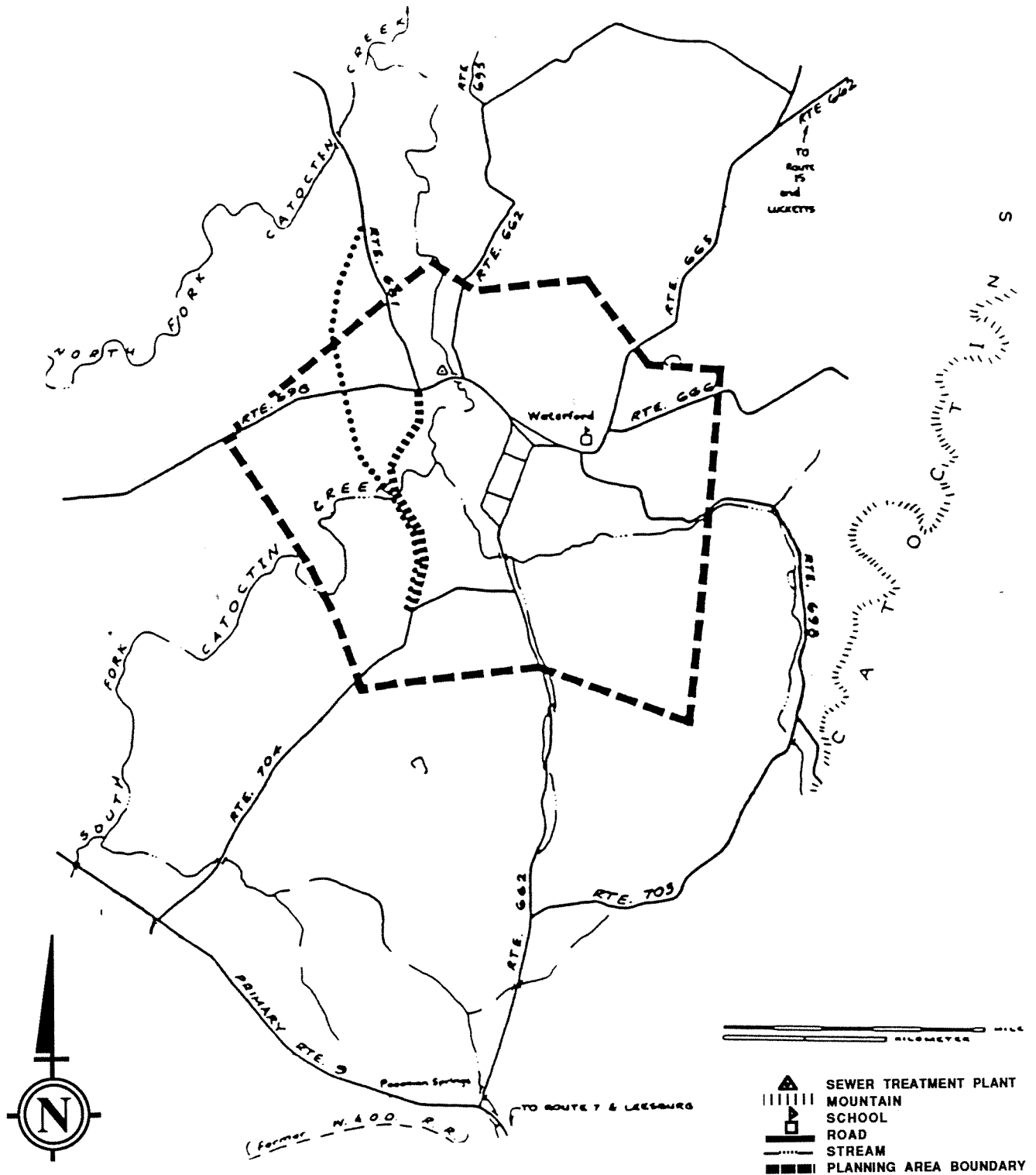
b. Road Improvements:

- i. Immediately undertake a study to upgrade Route 662 between Route 681 and Route 15 to a rural collector road to intercept trips from north of Waterford and channel them to Route 15. If warranted by the study, place such improvements on the Six-Year Plan.
- ii. Improve Routes 781, 694 and 693 to provide a high performance facility between Routes 287 and 15.
- iii. If warranted, add a new road segment west of Waterford running from the intersection of Route 662 extended/Route 681 to an appropriate intersection with Route 704.
- iv. Following the installation of new and upgraded facilities, place appropriate signage at points leading into Waterford denoting local routes and through routes.

2. Internal Village Roads

- a. Study and adopt a coordinated program of improvements which will improve the safety of the internal village roads while

# WATERFORD AREA MANAGEMENT PLAN



## POTENTIAL LOCATIONS FOR HISTORIC PRESERVATION BYWAY



-  FIRST ALTERNATIVE
-  SECOND ALTERNATIVE

FIGURE 36.



maintaining the integrity of the National Historic Landmark. Such improvements should include:

- i. Lowering of street crowns where necessary.
- ii. Repairs to the edge of pavement and elimination of dangerous drops between the edge of pavement and adjoining shoulders.
- iii. Regrading where needed.
- iv. Selective widening of pavement to accommodate appropriate on-street parking.
- v. Necessary drainage improvements.
- vi. Use of street surfacing materials appropriate to the historic visual aspects of the Village.

These improvements should strive to provide two lanes for moving traffic at speeds compatible with safety and one lane (or area) for on-street parking.

- b. Improve the safety of Route 662 where it passes the Old Mill by use of appropriate widening and straightening measures and use of historically appropriate breakaway structures to shield the exposed edge of the Mill.
- c. Reconstruct intersection of Butcher's Row and Water Street to alleviate the severe intersection angle.
- d. Undertake a study in conjunction with VDOT on the best methods for reducing vehicle speeds within the Village including:
  - i. Installation of new stop signs at strategic locations within the Village.
  - ii. Warning signs against speeding on approach roads to the Village.
  - iii. Street surfacing materials (such as cobblestones) which deter high speed driving.
  - iv. Increased traffic law enforcement in the Village.

### 3. Sidewalks and Pathways

Figure 21, page 53 shows a recommended system of

coordinated sidewalks and pathways. These facilities can be constructed using a variety of building materials which are consistent with the historical and visual aspects of the Village, pedestrian safety and convenience and maintenance requirements and costs. This recommended system includes a pathway along the west side of Route 662 extending south to the community pool.

4. Parking Improvement Program

- a. Establish a balanced system of on-street and off-street parking to be implemented in the Village that includes the following:
  - i. Long-term parking for commercial/tourist activities which shall be accommodated in off-street facilities.
  - ii. Reserve the majority of on-street spaces for residential use with a limited number of spaces allocated for short-term parking for commercial activities.
  - iii. Amend the Zoning and Land Subdivision Development Ordinances (LSDO) to require new development and major redevelopment to provide adequate off-street parking where appropriate, with the option of providing it on-site or off-site.
  - iv. Provide sufficient space to accommodate a limited number of tour/charter buses consistent with the Village's tourism program.
  - v. Designate snow emergency routes through the Village.
- b. Amend Zoning and LSDO Ordinances to require lots to be constructed with designs, materials and screening/buffering appropriate to historic Waterford.

5. Public Transportation

Study feasibility of operating a shuttle bus service to the area from an outlying parking area or Leesburg to meet tourist demand.

6. Frontage Improvements

Establish criteria and amend LSDO to allow flexibility in frontage improvement requirements so as to provide that such improvements are appropriate to the historic district.

## V. ECONOMIC DEVELOPMENT

### A. GOALS:

#### 1. Tourism

Provide additional opportunities for visitors and tourists to appreciate the historic value of Waterford in a manner that enhances the economic benefits provided to the County, maintains the Village's integrity, furthers preservation and community development efforts and minimizes disturbance to village residents.

#### 2. Commercial

Maintain a sufficient area within the Village only for the provision of local commercial convenience uses to serve Waterford area residents and visitors.

### B. POLICIES

In conformance with existing county policy, as stated in the Resource Management Plan (pp. 241, 248), the County recognizes Waterford as an outstanding historic resource with state and national significance that provides economic benefits to the County and therefore encourages tourism in a manner that does not conflict with or intrude on the Village's existing quality of life and will not adversely affect the existing character of the National Historic Landmark.

### C. IMPLEMENTATION RECOMMENDATIONS

#### 1. Development of a New Rural Commercial District

Replace the existing C-1 commercial district with a new Rural Village Commercial Zoning District that includes uses suitable for villages such as Waterford (see Appendix II). The existing 3.75 acres of C-1 in the Village as well as existing commercial uses should be rezoned to this new district and expanded to include the two adjacent parcels which are located on the south and west borders of the existing C-1 commercial district and are within the Village Limit Line.

#### 2. Revision of the Zoning Ordinance's Definition of Home Occupation

Revise the existing Home Occupation definition (Article 10, Section 1003, p. 140 of the Zoning Ordinance) to exclude uses that are not within the concept and intent of home occupation and are more appropriately located in commercially zoned districts.

3. Study Committee for the Management of Tourism in Waterford

The Waterford Foundation and interested Waterford residents should establish a Tourism Management Study Committee to explore the potential for controlled tourism in Waterford which would:

- a. Provide visitors with an understanding of a unique national historic resource;
- b. Increase revenues to protect and maintain the Waterford National Historic Landmark District and increase the County's economic base;
- c. Include Waterford in a comprehensive tourism program for the County.

The assistance of such groups as the County Office of Economic Development, the County Tourism Advisory Committee, the Virginia Division of Tourism and representatives of other historic tourist attractions in the County and State, historic preservation organizations and private sector interests should be sought.

4. Study Committee for Village Improvements

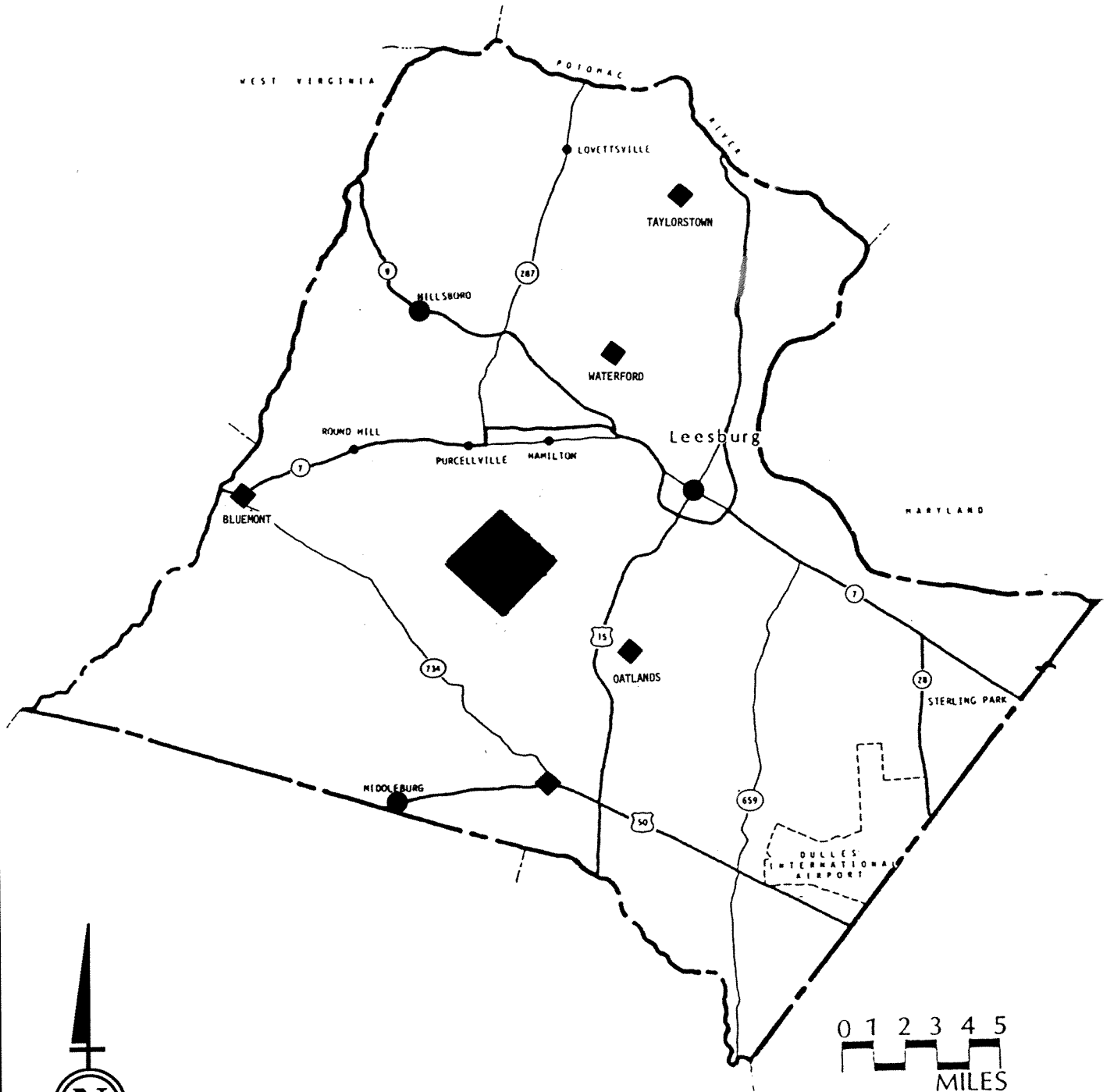
The Waterford Citizens' Association, Waterford Foundation and interested village residents should establish a study committee to identify the future public needs of the Village such as a pedestrian system, off-street parking areas, village and road improvements and public restrooms and make recommendations to the County for their implementation.

D. **EXTENSION OF THE COUNTY'S HISTORIC AND CULTURAL CONSERVATION OVERLAY ZONING DISTRICT**

The purpose of the Historic District Overlay Zone is to enable the County to review the proposed architecture and siting of a new development or buildings (farm buildings are excluded) for compatibility with their surroundings in certain designated Historic Districts. Review is done by the Historic District Review Committee, made up of County citizens appointed by the Board of Supervisors. There are nine existing Historic Districts in the County (Figure 38, page 103) including two that are administered by towns (Leesburg and Middleburg) and two that cover rural open land (Goose Creek: 10,000 acres and Oatlands: 1,000 acres). The location of the existing Waterford District is indicated in Figure 26, page 65.

The following three points are important to consider when assessing the effects of the County's existing Historic District Ordinance:

# WATERFORD AREA MANAGEMENT PLAN



## HISTORIC DISTRICTS OF LOUDOUN COUNTY

- HISTORIC DISTRICT ADMINISTRATED BY LOUDOUN COUNTY
- HISTORIC DISTRICT ADMINISTRATED BY INCORPORATED TOWN

**FIGURE 37.**

1. The County Historic District is an overlay zone superimposed on the existing zoning and therefore does not affect the number of units allowed by the existing underlying zoning such as A-3 or R-1 (see Figure 26, page 65).
2. While the ordinance provides the necessary legal authority for the Historic District Review Committee to carry out its duties, the review procedure has been characterized by discussion and negotiation between the applicant, County staff and the Committee. In addition, the ordinance contains adequate provisions for the applicants to appeal the Committee's decisions;
3. Historic District Zoning protects and enhances the property values of an area by providing assurance to landowners and prospective buyers that the historic and scenic qualities of an area will remain. In many instances these qualities are major contributors to the market value of a property.

The Design Review Policy Recommendations under Historic and Scenic Resources should be implemented by means of extending the boundaries of the Historic District Overlay Zone to conform with the boundaries of the Virginia Historic Landmark designation and the National historic Landmark District (Figure 27, page 66). The purpose of this extension is:

1. To protect the historic and scenic character of the National Historic Landmark;
2. To assist landowners, developers and architects in designing and locating new developments and residential buildings that are compatible with this character;
3. Enable the County, Federal and State districts to be consistent. This is also in conformance with the implementation recommendations in the Rural Land Management Plan (page 227).

The design review criteria should respect the differences between the rural and urban visual contexts of the area as defined by the Waterford Rural Village and Agricultural Conservation Policy Areas. Historic District Guidelines for the Waterford area based on this distinction between the Village and its rural surroundings shall provide the basis for design review by the Historic District Review Committee for all applications in the Waterford Historic District.

Based on the above analysis, the following recommendations should be implemented:

1. The County should extend the boundaries of the Waterford Historic and Cultural Conservation Zoning District to conform with the boundary of the Waterford National Historic Landmark District.
2. The County will require that both individual applicants for new construction, modification or demolition and the Historic District Review Committee refer to the County's Historic District Design Guidelines when preparing and reviewing applications for the Waterford Historic District.
3. The County should examine the existing Historic Site and Historic and Cultural Conservation Zoning Overlay District ordinance for the purpose of strengthening its effectiveness in carrying out its stated intent including such elements as review procedure, enforcement, fairness and consistency of application. This effort should include an examination of the important differences and distinctions between building in a dense urban area such as Waterford and a sparsely settled rural agricultural area such as the land outside the Village.

F. DESIGN STANDARDS FOR THE WATERFORD HISTORIC DISTRICT OVERLAY ZONE

The protection of the historical and architectural significance of the Waterford Historic District is greatly enhanced by the provisions of the County's Historic Site and Historic and Cultural Conservation Zoning District Ordinance (Article 7, Section 750-750.16) which requires review and approval of the design of new construction within the overlay zone by the Historic District Review Committee.

In order to achieve maximum compatibility of new construction with existing sites, structures, buildings, objects and landscape features and to provide a fair and efficient review and enforcement procedure for the public, clear and comprehensive design review standards and guidelines are required. These standards and guidelines should include general criteria which apply equally to all historic overlay zones in the County and specific criteria which recognize the individual historical, architectural and scenic characteristics of each historic district. In the Waterford Historic District, for example, there are architectural details, uses of materials, orientation and siting of buildings and landscape features that are specific to Waterford. There is also a difference within the Historic District itself in the character and density of the district within the Village Limit Line and the rural areas outside the Village Limit Line but within the Waterford Area Plan boundary which is also the boundary of the Waterford Historic District listed in the Virginia Landmarks Register and the National Register of Historic Places.

The tax savings incentives provided for the rehabilitation of historic buildings for business related purposes by the Tax Reform Act of 1976 and the Economic Recovery Tax Act of 1981 as amended are of significant

interest to owners of historic properties listed in the National Register or included in eligible historic districts. From January 1983 to June 1984 over 88 million dollars of historic rehabilitation work was generated in the Commonwealth of Virginia alone in response to these incentives.

In order to qualify for the investment tax credits and other Federal grant-in-aid programs administered by the Virginia Historic Landmarks Commission, projects must meet The Secretary of the Interior's Standards for Historic Preservation Projects. The standards, including the rehabilitation standards, are accompanied by guidelines for applying the standards. It is imperative, therefore, that the standards and guidelines adopted by the County for use by the Historic District Review Committee include, as a minimum, The Secretary of the Interior's Standards for Historic Preservation Projects. Otherwise, projects which meet County standards might not meet the investment tax credit eligibility standards. This would be an unfair economic hardship on property owners.

Therefore, the following recommendations should be implemented:

1. The County should develop and adopt Historic District Design Review Standards and Guidelines with general criteria which apply equally to all historic overlay zones as well as specific criteria which identify and recognize the individual historical, architectural and scenic characteristics of each historic district. (Note: The Historic District Guidelines were adopted as part of Section 750 of the Zoning Ordinance, by reference, on September 21, 1987.)
2. The County's Historic District Design Review Standards and Guidelines should include The Secretary of the Interior's Standards for Historic Preservation Projects and the guidelines for implementing the standards so that the County's standards and guidelines will be consistent and compatible with the State and Federal standards used in evaluating projects for investment tax credit eligibility and other State and Federal preservation incentive programs.

G. OPTIONS FOR AMENDING THE SUBDIVISION ORDINANCE, ZONING ORDINANCE AND ZONING MAP

The County has various options available to it for implementing the policies of this plan through amendments to its land development ordinances. These options include:

1. Reducing Allowable Development Density

The Zoning Ordinance and/or zoning map could be amended so as to reduce the number of permitted residential dwellings on acreage within and/or around the Village. Such a "downzoning" could be accomplished by changing the zoning map so that land designated as A-3 is changed to an A-10 classification and land designated R-1



is changed to A-3. Or, a new, lower density zoning district could be established for land around the Village which would permit a maximum overlay district of one or fewer houses per 10 acres.

A reduction in permitted density by the use of the County's police power could also be combined with the County's power of eminent domain so that some partial financial compensation could be provided to the landowner in conjunction with the reduction in permitted development density. Funding for such action could be provided for in the County's Capital Improvement Program.

A "downzoning" would be most effective in preserving the character of the National Historic Landmark District if it is combined with incentives or requirements for the clustering of dwelling units onto areas of a site that will create the least visual impact.

2. Mandatory or Incentive-Based Clustering

Clustering of houses into groups and/or on smaller lots while retaining the overall density provided by the ordinance would allow for a development pattern that is more in keeping with the historic character of the area. While large-scale clusters raise issues regarding the safety of on-site waste disposal and traffic, small-scale clusters, especially if combined with a reduction of overall density could be very effective in preserving the existing visual character of the area while still affording significant development opportunities to the landowners.

3. Special Permit Overlay Zone

An overlay zone could be established in conjunction with the County Historic District designation that would require Special Exception permits for new dwellings. Specific design and location standards would be established in the ordinance so that conditions could be placed on new development in order to ensure visual compatibility.

4. Increase Flexibility in Subdivision and Zoning Regulations

The land development ordinances could be modified so that development within County Historic Districts could incorporate more flexible design standards such as narrower streets, narrower lots, smaller setbacks and other features that will allow new development to be more visually compatible with the existing.

II. COMPREHENSIVE PLAN FOR HISTORIC RESOURCES

Part of the County's proposed comprehensive planning program, as outlined in the RMP, is the undertaking of special studies (RMP, p. ix). In addition to the

ongoing area planning, the County has a critical need for the preparation of special studies in the form of functional plans that examine a particular issue or resource on a Countywide basis. These include transportation, environment and sewage treatment/water supply.

Included among these are Loudoun's historic and scenic resources. They are one of the most prominent and recognized elements that contribute to Loudoun's unique character and are a major component of the existing tourist industry. The proposed Historic Resource Plan should incorporate policies and programs for the management of the County's historic resources, including:

1. An overall assessment and visual analysis of the County's historic and scenic resources.
2. A review of the existing County Historic District Ordinance.
3. Formation of a Design Guidelines Manual which is consistent with State and Federal guidelines for use in County Historic Districts.
4. The identification of potential additional County Historic Districts.

### III. OPTIONAL COUNTY PROGRAMS

#### A. ON-SITE DENSITY TRANSFER/RURAL RESIDENTIAL CLUSTER DEVELOPMENT

One of the recommendations of the Rural Land Management Plan is to allow clustered residential developments in the Agricultural Conservation Area. The purpose is:

1. To preserve the core of a farm operation in cases of estate settlement or financial reversal in which a farm's assets (potential house lots, farmland, farm house, barns) must be equitably divided among creditors and/or heirs.
2. To assist a farmer in financing a farm project, e.g., irrigation, greenhouse, etc., with the sale of only a small portion of the farm.
3. To establish a permanent low density residential pattern in the County's agricultural areas with large blocks of contiguous open land under easement.

Other requirements include:

1. Density: 25 acres per unit.
2. Review and approval: subdivision process.
3. Package plants: prohibited.
4. Initial tract size: 50 acres minimum.
5. No central water or sewer.

6. Class III roads, owned and maintained by homeowners' association.
7. Minimum lot size: 40,000 square feet (one acre).
8. Maximum site coverage for lots and roads: 10% for 25 acre density.
9. Residual Land: Must be a contiguous block in a single parcel and placed under a permanent easement which restricts use to agricultural and/or open space.

As an example of how a rural residential cluster development would work, Figure 39, page 110 illustrates a ten-lot clustered subdivision located along a spine road that has two access points on a state route. The development occupies a total of about 21 acres of a hypothetical 250 acre farm and the lots are approximately one and one-half acre in size. Such a development should not be in a critical view or visible from the village of Waterford. Care should be taken to utilize natural landscape features as buffer elements. The remaining acres of the property shall be placed under a permanent open space easement.

#### B. SUMMARY OF RURAL PLAN'S ADDITIONAL OPTION PROGRAMS

All of the following programs proposed in the Rural Land Management Plan should be available to landowners within the Agricultural Conservation Area of the Waterford planning area.

##### 1. Use Value Taxation ("Land Use")

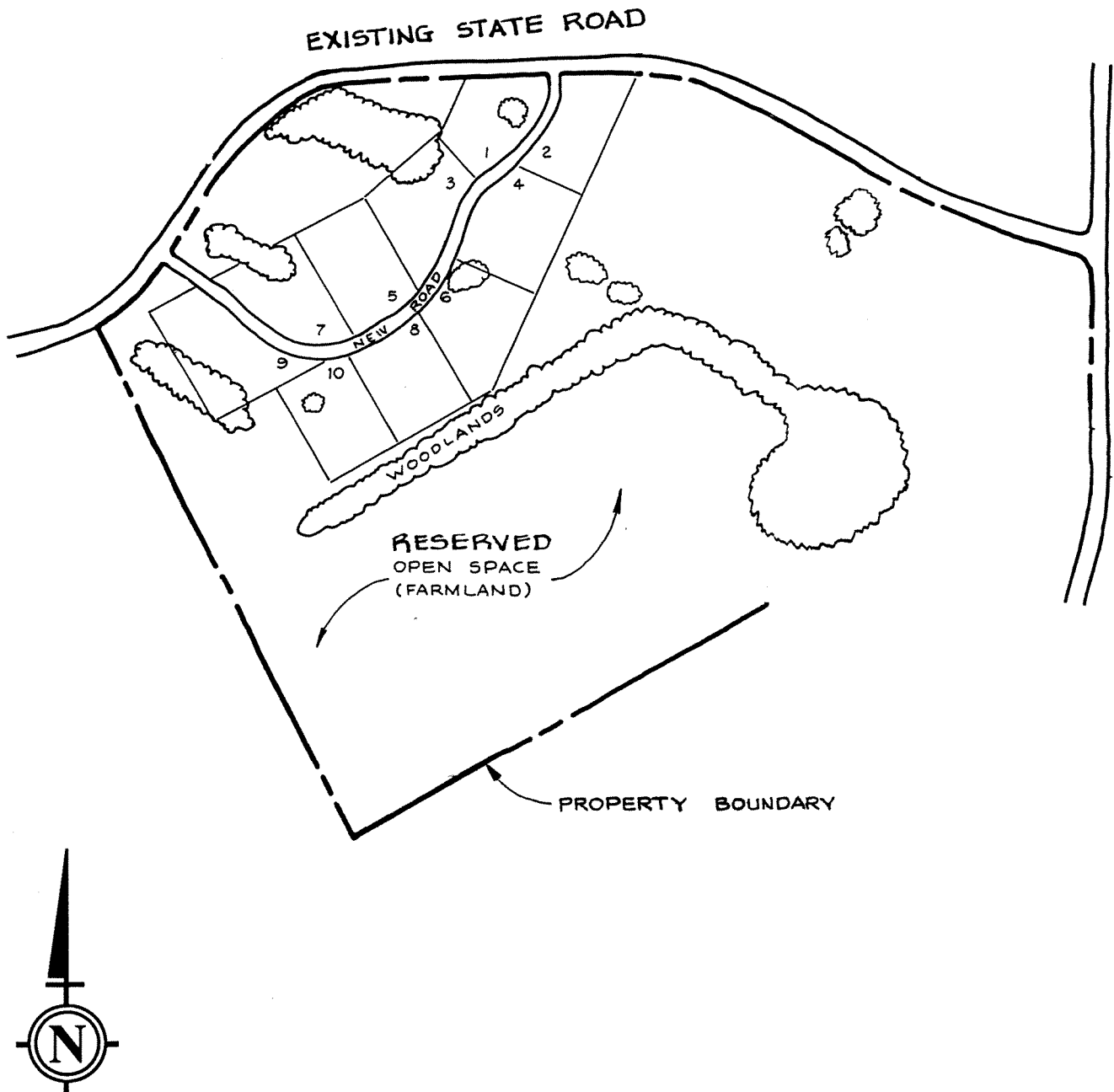
The County should continue the existing Use-Value Taxation Program which taxes farmland at its use, rather than market, value. In Loudoun County in the mid-1980's the typical market value of good farmland was about \$2,000 per acre, while the typical use-value was about \$400 per acre. Buildings and other structures are not eligible for the program so the total tax saving to the farmer was about 50%.

##### 2. Agricultural and Forestal Districts

The County should encourage the renewal of existing districts and the formation of new districts. These are voluntary on the part of the landowners and are formed with a minimum of 200 acres for a period from four to ten years.

The benefits include protection from nuisance ordinances and allowing qualifying land within the District to remain eligible for Use-Value Assessment during the term of the District. It does not, however, limit residential development or other non-agriculturally related activities unless the specific ordinance for a particular district limits lot size. For this reason, the Rural Plan recommends that land within these districts be precluded from subdivision and development at a density less than one unit per 25 acres.

**WATERFORD  
AREA MANAGEMENT PLAN**



**EXAMPLE OF A RURAL RESIDENTIAL CLUSTER**

**FIGURE 38.**

3. Transfer of Development Rights (TDR) and Density Transfer

The basic concept of these two programs is to "send" the allowed units from a piece of land to another property which "receives" them. By transferring the development rights or existing density from the County's agricultural area to other areas more suitable for development, the County can help to implement its growth management policies and hopefully keep farmland from being developed. Major elements of the TDR program are yet to be formulated, including obtaining enabling legislation from the State. Density transfer can be implemented and works through the existing rezoning/proffer system. In both cases the Agricultural Conservation Area is the primary "sending" area.

4. Conservation Easements

The County should develop a program in which the County leases conservation easements from a landowner for periods of five, eight or 16 years with an accompanying compensation that is greater than what is given through Use-Value Taxation.

5. Right to Farm

The County should support existing State legislation which helps protect the rights of farmers to carry out normal farming activities without interference from neighbors or the County.

6. Agricultural Industry Development

The County should continue a comprehensive agricultural promotion effort with the full-time Agricultural Development Officer acting in an educational, promotional and advisory capacity to the local farming community, the public and the Board of Supervisors.

7. Voluntary Agricultural Zoning

The County should establish an A-50 zoning district which would be available on a voluntary basis. This district should have a minimum lot size of 50 acres with fewer permitted uses than those allowed in A-3.

The purpose of the A-50 district is to encourage agricultural uses and to afford protection from use conflicts for landowners who wish to carry out farming activities and want to have a lower development density for their land. Such a zone may provide extra protection from nuisance suits against farming activities.

#### IV. PROPOSED STUDY COMMITTEES

Certain issues addressed in this plan can be explored further through the efforts of study committees that should be established by interested groups and residents in Waterford with some assistance and advice provided by the County and State if necessary.

##### A. STUDY COMMITTEE FOR THE MANAGEMENT OF TOURISM IN WATERFORD

The Waterford Foundation and interested Waterford residents should establish a Tourism Management Study Committee to explore the potential for controlled tourism in Waterford which would:

1. Provide visitors with an understanding of a unique national historic resource.
2. Increase revenues to protect and maintain the Waterford National Historic Landmark District and increase the County's economic base.
3. Include Waterford in a comprehensive tourism program for the County.

The assistance of groups such as the County Office of Economic Development, the County Tourism Advisory Committee, the Virginia Division of Tourism and representatives of other historic tourist attractions in the County and State, historic preservation organizations and private sector interests should be sought.

##### B. STUDY COMMITTEE FOR VILLAGE IMPROVEMENTS

The Waterford Citizens' Association, Waterford Foundation and interested village residents should establish a study committee to identify the future public needs of the Village such as a pedestrian system, off-street parking areas, village road improvements and public restrooms and make recommendations to the County for their implementation.